

Executive Registry
17/5578/9

3 October 1977

all other documents are in pending

MEMORANDUM FOR: Mr. Blake

FROM : B. C. Evans
Executive Secretary

SUBJECT : Your 1030 Meeting with the DCI MAG, 4 October

STAT

1. Enclosed on the left is a roster of the current MAG membership. [] is the current Chairman. He will pick you up in your office, bring you to the DCI Conference Room, and walk you around the table introducing you to the membership.

2. Enclosed on the right are some topics MAG may raise with you. However, per our conversation Friday afternoon, I believe they would benefit most by your observations and perceptions of a reorganized CIA.

3. John Waller phoned last week to say that he wishes to meet with MAG and review Agency grievance procedures -- a topic in which they have a continuing interest. Also, I have arranged for White House Fellow Tom Harvey to speak with them in the weeks ahead re his perceptions. Once MAG's Annual Report is completed, I will review with you; and the DCI will then meet with this generation of MAG (o/a 24 October).

4. Also enclosed on the right is MAG's paper of 9 September re "Two-Grade Promotion Policy." Believe you told me you were referring it to EAG and that it was a useful piece.

[]

B. C. EVANS

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(EXECUTIVE REGISTRY FILE

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S E C R E T

5. Revisions of E.O. 11652:

Proposed revision could drastically alter classification procedures for documents. Impact on our staffing for document controls may be major and perhaps could be anticipated to avoid inefficient adjustments to changes.

S E C R E T

S E C R E T

DCI/MAG AGENDA ITEMS FOR MEETING

WITH ADDCI, 4 OCTOBER 1977

1. Discussion of MAG's role:

At this point in CIA history, MAG believes it could contribute best by responding to specific tasking by upper management. While MAG would continue to be alert to ideas arising at the working level, we feel the uncertainty prevailing among individuals concerning their futures and the Agency's is momentarily inhibiting open initiatives which MAG could develop. Accordingly, MAG is likely to be more useful, until that uncertainty dissipates, by cooperating with management on specific projects which management wishes to press to restore confidence, sense of purpose, pride, and interest.

2. Hotline:

A hotline for informational and counselling purposes may be of use in alleviating individual concerns. MAG has in hand a specific employee suggestion emphasizing psychological support, while NPIC has some experience with a hotline for information. OMS and OS have relevant experience and data. An early proposal is possible to generate.

3. Sabbaticals:

A former MAG member suggests consideration of a sabbatical program with emphasis on business and industry rather than schools. This vehicle could help to improve our middle-management capabilities relatively soon. Obvious problems include attitude of component chiefs and private firms concerning our mutual association.

4. Employees' legal responsibilities:

MAG senses a need to examine current Agency policy and consider whether it should be amended to enhance employee confidence that they are legally tasked and properly supported should their actions come under legal review. Present policy, rightly or wrongly, seems generally perceived as throwing the action officers to the wolves.

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**Subject: Comment on Study of Feasibility of Two-Grade
Promotion Policy**

DDO/LA/ 9 Sept 77

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S E C R E T

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9 September 1977

MEMORANDUM FOR: Mr. John F. Blake
Acting Deputy Director of
Central Intelligence

FROM :
Chairman, DCI/MAG

SUBJECT : Comment on Study of Feasibility of Two-Grade
Promotion Policy

REFERENCES : A. ADDCI Memo dated 29 August 1977
(ER 77-5598/1)

B. Memo dated 18 August 1977 to ADDCI via
Compt fr D/Pers (ER 77-5578)

1. DCI/MAG welcomes the opportunity given us by Mr. Blake in Reference A to comment on Reference B study of the feasibility of a two-grade promotion policy for grades GS-7 through GS-11. We understand this to be an effort to benefit a significant number of employees and welcome the chance to participate.

2. DCI/MAG is in general agreement that the two-grade promotion policy as outlined in Reference B should be adopted. However, we find that three changes should be made to the proposal to assure that its effects would be beneficial.

3. The first change, which we strongly urge, would be to Reference B Section 4C which suggests, "... Career Services. . . seek to reduce the average time-in-grade in FY 1979 for two-grade promotions by 10 percent from the FY 1976 combined lapsed time for two single-grade promotions. . . ." Our rough analysis (see attachment) shows that a reduction of only 10 percent would cause the average employee to lose pay

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compared to the present one-grade system. The average loss from GS-7 to GS-9 would approximate \$1,565 and from GS-9 to GS-11 about \$1,970 based on calculations from the October 1976 pay schedule. Our finding seems to check with Reference B, Section 3, sub-para. 3 which states in part, "...the costs of promotion would actually be reduced because of the absence of intervening (single grade) promotions." This outcome evidently would be contrary to the intent to benefit employees by making a change. Therefore, DCI/MAG support for this proposal is contingent upon a recommendation that Office of Personnel revise its proposed 10 percent average time-in-grade reduction. We estimate that a figure of 20 percent or more, when carefully computed, would be found more equitable and make the change worth the trouble.

4. DCI/MAG realizes that even if Office of Personnel revises its suggested percentage, it will not assure implementation. Thus, our second recommendation is for guidance to be given to component chiefs who receive ranking panel recommendations to help them assure that the target percentage is reached.

5. Our third recommendation relates to Reference B, Section 3, sub-para. 2, which suggests that transitional promotions for employees in even-numbered grades should not follow sooner than three years after their promotion to the previous odd number grade. We believe this is harsher than existing time-in-grade guidelines and should be changed to 18 months.

6. Concerning Mr. Blake's two questions in Reference A, para. 2, DCI/MAG feels as follows:

a. Some individual inequities may occur during the transition period, but the overall proposal is reasonable, if our third recommendation is adopted.

b. Without more information, we can only guess that para-professionals, technicians, and secretaries may be better off by being excluded. We suspect that some of these employees sometimes gain one-grade promotions where they might not gain two-grade increases.

7. DCI/MAG hopes our views will be helpful, and of course, remains ready for further participation in this matter if needed.

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Approved For Release 2005/07/12 : CIA-RDP80M00165A001200040016-1

SUBJECT: (Optional)

Feasibility of Two-Grade Promotion Policy

Executive Registry
17-5573/8FROM:
John F. Blake
Acting Director of
Central Intelligence

EXTENSION

17 September 1977

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TO: (Officer designation, room number, and
building)

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INITIALSCOMMENTS (Number each comment to show from whom
to whom. Draw a line across column after each comment.)

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1. Director of Personnel
5E 58 Hqs

Typed

My circulation of the proposed
two-grade promotion policy to the
several MAG groups has proved to be
a very interesting exercise.

Would you and your appropriate
people please now revisit this matter
based on the attached papers and
let me know if you wish to change the
proposed policy change and/or the
procedures to implement the policy.

STAT

John F. Blake

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Approved For Release 2005/07/12 : CIA-RDP80M00165A001200040016-1

77-5578/7

15 September 1977

MEMORANDUM FOR: Acting Director of Central Intelligence

FROM :

[REDACTED]

SUBJECT : Two-Grade Promotion Policy

1. I recommend disapproval of the two-grade promotion policy.

2. I do not believe a two-grade promotion policy would benefit employees. The present time-in-grade rates would have to be reduced drastically to offset loss of pay at the even numbered grades. Such drastic compression of the waiting period would add considerably to the Agency's personnel costs--in excess of [REDACTED] according to the Director of Personnel's estimates. A few hot shots would benefit, but they can be promoted under the present system without strict adherence to time-in-grade guidelines.

3. I am sure the differences between DIA and CIA photo interpreters are highlighted because the employees work side-by-side every day. Other employees also can point to individual cases where employees of other agencies progress at a faster rate. Our concern should be whether we can answer these questions by stating that the overall agency rates compare favorably with overall rates in other agencies, especially those engaged in similar kinds of work.

4. If you disapprove the two-grade promotion policy, I recommend that you task the Director of Personnel to come up with minimum time-in-grade standards for promotion at each grade level. These standards should be set after studying present Agency averages and averages at a selected number of other federal agencies.

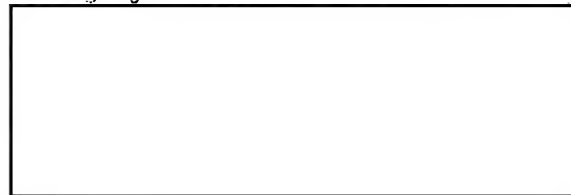
5. If you approve the two-grade promotion policy, I recommend
a) that the minimum time-in-grade requirement for the transition period be shortened from the recommended three years to two years (Thirty months would not be unacceptable to me either.); b) that the policy apply only to professional and technical employees, not to clerical employees.

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6. I do not recommend applying the two-grade promotion to clerical employees because I believe many of the clerical positions now classified at even numbered grades, i.e., GS-4, GS-6, GS-8, would be reclassified lower rather than higher. For example, a position now classified as GS-6 might be reclassified as GS-5 because the duties are more nearly related to GS-5 than to GS-7. I think many clerical employees who would not get a two-grade promotion benefit from the single grade policy.

7. Another consideration is the number of clerical positions currently at the even numbered grade. For example, there are nearly compared to approximately 10 professional employees at the GS-6 level.

8. Attached is the summary of the Management Advisory Group's responses. For your information, I checked with the Chairmen of the DDI and DCI Management Advisory Groups to be sure that they understood that the three-year requirement during the transition period did not apply to employees ranked in the top category. After this discussion, both still felt that the three-year limit was too long even for those employees who are not ranked in the top category.



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Attachment
As Stated

Two-Grade Promotions

Question 1: Whether we should implement a two-grade promotion policy as recommended by the Director of Personnel.

<u>DDA</u>	<u>DDS&T</u>	<u>DDI</u>	<u>DDO</u>	<u>DCI</u>
Yes	No	No	No	Yes (Provided 3-year requirement is reduced)

Question 2: Whether the two-grade promotion policy should apply only to professional employees or include clerical and technical as well.

<u>DDA</u>	<u>DDS&T</u>	<u>DDI</u>	<u>DDO</u>	<u>DCI</u>
All	Prof. Only	All	All	Prof. Only

Major Concerns of All MAG Groups

1. There will be loss of salary to individual employees during the waiting period between GS-7 and GS-9 or GS-9 and GS-11. For example, employees now have the advantage of getting paid at the GS-8 level rather than waiting a longer period for promotion from GS-7 to GS-9.
2. The three-year transitional waiting period that would be required for promotion from even numbered grades (GS-6, GS-8, GS-10) to the next odd numbered grade (GS-7, GS-9, GS-11) is too long.
3. The average time-in-grade reduction of 10 percent requested by the Office of Personnel is not sufficient; at least 20 percent would be needed.

Summary of Comments/Recommendations

DDA

None.

DDS&T

Adjust minimum time-in-grade and average time between promotions more than the amount recommended by the Director of Personnel.

DDI

Adjust time-in-grade guidelines to conform to Civil Service averages.

Use a two-year minimum for promotion from even numbered to odd numbered rather than three years.

Request D/EEO comments on effect change would have on EEO efforts.

DDO

Focus attention on reducing disparity between Directorates in the rate of promotion rather than between CIA/NPIC and DIA.

DCI

Reduce average time-in-grade for two-grade promotions by 20 percent or more.

Change period for transitional promotions from three years to 18 months in grade.

Next 2 Page(s) In Document Exempt

S E C R E T

Attachment

Comparisons of two-grade and one-grade promotions

1. Current DDS&T minimum time-in-grade requirements:

GS-07 9 months
 GS-08 9 months
 GS-09 12 months
 GS-10 12 months

2. At the fastest rate, a DDS&T could move from GS-07 to GS-09 in 18 months, and from GS-09 to GS-11 in 24 months. However, according to OP's study, the Agency average time to go from GS-07 to GS-09 is 51 months, and from GS-09 to GS-11 is 45 months. OP proposes these figures be reduced 10 percent in implementing a two-grade promotion system. In tabular form:

	<u>Fastest</u>	<u>Average</u>	<u>Average less 10%</u>
GS-07 to -09	18 mos.	51 mos.	46 mos.
GS-09 to -11	24 mos.	45 mos.	40 mos.

3. From this table, two facts:

a. Employees moving at the fastest rate would gain no advantage from a two-grade promotion system if its minimum time-in-grade requirements are equivalent to those above.

b. Employees moving at the average rate would gain five months of pay at the GS-09 and GS-11 rates respectively.

4. Now, a look at the pay these two classes (fast and average) might receive under the current one-grade promotion system. We will use a slightly inaccurate assumption that the employee is promoted to GS-08 or to GS-10 in half the average time OP says it now takes to go from GS-07 to -09 or from GS-09 to -11. In tabular form:

	<u>Fastest</u>	<u>Average</u>
GS-07 to -08	9 mos.	25.5 mos.
GS-08 to -09	9 mos.	25.5 mos.
GS-09 to -10	12 mos.	22.5 mos.
GS-10 to -11	12 mos.	22.5 mos.

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5. From this table we learn:

a. Employees moving at the fastest rate receive nine months of GS-08 pay on the way from GS-07 to -09, and twelve months of GS-10 pay between GS-09 and -11.

b. Employees moving at the average rate would receive 25.5 months of GS-08 pay on the way from GS-07 to -09, and 22.5 months of GS-10 pay between GS-09 and -11.

6. Finally, we can compare the results of these two tables as follows:

a. GS-07 to -09 two-grade promotion:

- 1) Fastest gains nothing, but loses nine months of GS-08 pay.
- 2) Average gains five months of GS-09 pay, but loses 25.5 months of GS-08 pay.

b. GS-09 to -11 two-grade promotion:

- 1) Fastest gains nothing, but loses twelve months of GS-10 pay.
- 2) Average gains five months of GS-11 pay, but loses 22.5 months of GS-10 pay.

7. Rough figures, using the October 1976 general pay schedule and referring to Step 1 in all grades, suggest the following net loss to each employee:

GS-07 to -09
Fastest - \$ 930
Average - \$1,564

GS-09 to -11
Fastest - \$1,427
Average - \$1,970

(Note: These figures should be recomputed for MAG by a specialist in Payroll.)

8. Thus, going to a two-grade promotion system, while retaining current time-in-grade requirements, would be an economy measure for the Agency, but would not be a benefit for the employees affected. If such a system is adopted for budget reasons, this should be frankly explained to the employees, without raising false hope that they will benefit by it.

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9. If it is hoped that such a system would be an advantage to employees, then an average time-in-grade reduction of greater than 10 percent seems required, and should be calculated carefully. Even so, it is unlikely that employees who are moving at the fastest rate could be benefited unless minimum time-in-grade requirements were also reduced.

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1.	GS-07	\$11,523	\$ 960/month	
	GS-08	12,763	1,064/month	
	GS-09	14,097	1,175/month	
	GS-10	15,524	1,295/month	
	GS-11	17,056	1,421/month	
2.	GS-08	for nine months	\$9,572	
	GS-07	for nine months	8,642	
	Difference		<u>930</u>	
3.	GS-09	for five months	\$ 5,875	(GS-07 for 5 months \$4,800
	GS-08	for 25.5 months	27,119	Difference \$1,075)
	GS-07	for 25.5 months	24,480	
	Difference		<u>2,639</u>	
			-1,075	
			<u>1,564</u>	
4.	GS-10	for 12 months	\$15,524	
	GS-09	for 12 months	14,097	
	Difference		<u>1,427</u>	
5.	GS-11	for five months	\$ 7,205	
	GS-10	for five months	6,475	
	Difference		<u>830</u>	
6.	GS-10	for 22.5 months	\$29,137	
	GS-09	for 22.5 months	26,437	
	Difference		<u>2,700</u>	
			830	
			<u>1,970</u>	

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SUBJECT: (Optional)

Memo to ADDCI

FROM:

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DATE

9 September 1977

TO: (Officer designation, room number, and building)

DATE

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DD/S&T# 4344-77

OD&E 0975-77

9 SEP 1977

77-5578/5

MEMORANDUM FOR: Acting Deputy Director of Central Intelligence

FROM: [REDACTED]
Chairman, DDS&T MAP

SUBJECT: Review of Two-Grade Promotion Policy

REFERENCE: ADDCI Memorandum dated 29 August 1977,
ER 77-5578/1

1. The DDS&T MAP met on 8 September 1977 to discuss the two-grade promotion policy per your request. Due to both the limited time and information available, we restricted our attention to an interpretation of the issues and policy recommendations as contained in the attachments to the referent memorandum. (A/IUO)

2. After carefully considering the matter, we recommend against implementation of the two-grade promotion policy. We feel that with minimum changes to the current guidelines governing promotion policy within the Agency, more potential benefits, primarily in terms of compensation, will accrue to the employee using the present one-grade promotion system. (A/IUO)

3. I have briefly summarized the three major factors which motivated us to reach this judgment. First and foremost, our interpretation of the intent for the suggested policy change was assumed to be for the benefit of the employee. While we recognize that there is a question of the degree of personal satisfaction to be gained from two one-grade versus a single two-grade promotion, we subordinated

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SUBJECT: Review of Two-Grade Promotion Policy

this subjective aspect of the issue to an objective consideration of employee compensation. If, as suggested in the referent memorandum, the current time-in-grade guidelines are maintained, the two-grade promotion system would be an economy measure for the Agency and would actually reduce the cumulative compensation that an employee would have accrued had he been promoted at quicker than average standards under the current system. Secondly, since there is an implied intent to maintain pay comparability for compensation derived under the Agency system contrasted with that derived under Civil Service for similar or identical positions, we felt that this could best be achieved by adjustment of the step level within grade. Lastly, the Panel felt that the costs quoted for the transition were unrealistically low since these did not include the costs which would be incurred to realign positions within the Agency to make these compatible with the proposed odd grade system for professionals. In addition to these main concerns, the Panel also felt that better management control as well as a better spread of individuals versus grade level could be maintained by keeping the present system. (A/IUO)

4. Regarding whether or not the proposed policy would be equitable to para-professionals, technicals and clericals, the Panel felt that these individuals constituted a separate compensation class which does not need to be considered with professionals. Although there conceivably could be some individuals in this class who might be affected by this policy change, these would stand to benefit the least in terms of eligibility for continued two-step promotions. In these instances, for the small numbers of individuals assumed to be involved, inequities could be corrected by QSI's or other forms of monetary recognition. (A/IUO)

5. We did not wish to totally reject the proposed policy change; however, we do feel that as a minimum to negate any potential compensation loss to an employee, both the minimum time-in-grade and more importantly the actual average time between promotions would require adjustments above and beyond the amounts suggested. These would, however, result in increasing the costs to the Agency. (A/IUO)

SUBJECT: Review of Two-Grade Promotion Policy

6. The panel appreciates the opportunity to participate in this proposed policy action and would be glad to elaborate on its position should the need arise. (A/IUO)

Signed

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CHAIRMAN, DDS&T MAP

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SUBJECT: (Optional)

Review of Two-Grade Promotion Policy

FROM:

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Chariman DDS&T MAP

OD&E 0975-77

DATE

9 September 1977

TO: (Officer designation, room number, and building)

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77-5578/4

9 September 1977

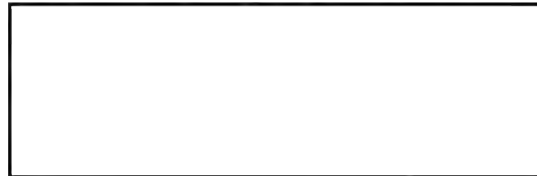
MEMORANDUM FOR: Acting Deputy Director of
Central Intelligence

FROM :
Chairman, Administration Management
Advisory Group

SUBJECT : Feasibility of Two-Grade Promotion Policy ☐

1. ☐ The ADMAG concurs in the two-grade promotion policy put forth in your memorandum of 29 August 1977. In addressing the problem of the person presently holding an even numbered grade, we feel the proposed transition is adequate. It should be up to each Career Service to solve any so called inequity.

2. ☐ We share your concern about the inequity as it pertains to paraprofessionals, technicians and secretarial/clericals. We suggest the policy be applied uniformly.



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SUBJECT: (Optional)

Feasibility of Two-Grade Promotion Policy

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OC-O/D/SS
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12 September 1977

MEMORANDUM FOR: Acting Director of Central Intelligence

VIA: Acting Director for Operations

FROM:
Chairman, DDO MAG

SUBJECT: Feasibility of Two-Grade Promotion Policy

REFERENCE: • Your Memorandum, Same Subject,
dated 29 August 1977

1. In reference you requested the DDO MAG to address its comments specifically to two aspects of the proposed two-grade promotion policy which concerned you. It immediately became apparent in our discussion, however, that the MAG members questioned the advisability of adopting a two-grade promotion policy at all and thought it would be useful to convey the reasons for their view in this response.

A. One of the benefits expected from the current effort to reduce the size of the DO is an increase in headroom. If we adopt a two-grade promotion policy, a new "hump" in the grade structure will be created more quickly than if our present system is maintained, and there will again be insufficient headroom.

B. A two-grade promotion policy with a 10% compression of time-in-grade (as recommended) would result in a 2-3% loss of salary income during the average time-in-grade (TIG) to individual professional employees. The loss is obviously directly proportional to the time one remains in grade but for those whose TIG exceeds the average, the loss would become significant. If you compress the TIG more than 10%, you accelerate the creation of an imbalance in the grade structure.

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C. It is possible that two-grade promotions will cause a loss of incentive for employees because of the longer wait before tangible rewards are received.

D. Lastly, the inequality created in NPIC by the different promotion systems of DIA and CIA may be cause for concern, but NPIC is only one component of the Agency. It is unclear whether the morale problems noted in that office are also found in other components of the Agency. A larger problem of concern to a greater number of employees is the disparity in the rate of promotion within the directorates of CIA. This problem has been noted for some time and perhaps should also be addressed now.

2. It is our opinion that the two-grade promotion policy as outlined in the attachment to reference would be unfair to those in the even grades for two reasons:

A. Those with even grades unlucky enough to be in training at the time the plan is adopted would be at a distinct disadvantage because they would have to wait for the normal promotion cycle, unlike those in positions where the grade is higher than the grade of the incumbent.

B. Those with even grades who happen to be in positions where the grade is the same as that of the incumbent would also be treated unequally simply because they were in those particular slots at the time of the Agency's conversion to the two-grade promotion system. They, like the personnel in training, would have to wait for the normal promotion cycle to be promoted.

3. As to whether the two-grade promotion policy would be discriminatory to secretaries, technicians, and para-professionals, we believe it would be in that, if the plan is adjusted so that there is no loss of salary to officers, then it will give officers a faster rate of promotion than that provided for para-professionals, etc. It would emphasize the difference between them and officers. However, if two-grade promotions are also provided for para-professionals, etc. it will make the problem of morale

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in that sector even greater than it is now because they are promoted fairly quickly under the present system; they reach their peak quickly and are discontented thereafter because they are unable to advance. Two-grade promotions would bring them to this point even sooner.

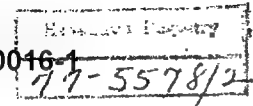


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1 - DDO Reg
1-- DDO MAG Members

28 15

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12 September 1977

MEMORANDUM FOR: John F. Blake,
Acting Deputy Director of Central Intelligence

FROM: Management Advisory Group of the Intelligence
Directorate (MAGID)

SUBJECT: Feasibility of Two-Grade Promotion Policy

REFERENCES: (a) Memorandum dated 29 August 1977 to
Chairman, MAGID from ADD/CI, same
subject (ER 77-5578/1).

(b) Memorandum dated 18 August 1977 to
ADD/CI via Comptroller from Director
of Personnel, same subject (ER 77-5578).

(c) Memorandum dated February 1977 to
D/NPIC from Chief, Support Staff/NPIC,
on "Disparities Between CIA and DIA
Handling of Personnel Matters at NPIC.

1. The majority of the members of the Management Advisory Group of the Intelligence Directorate (MAGID) agree that the recommendations contained in Paragraph 4 of Reference (b) should not be approved as they stand.

2. We believe that the problem now existing at NPIC between CIA and DIA employees is not a direct result of the two-grade versus one-grade promotion policies but is instead a direct result of the differential in the in-grade times between the two Agencies. As an example, the average in-grade time for GS-07 to GS-09 at NPIC was 14 months for DIA personnel versus 30 months for CIA personnel (see Reference (c) attached). We believe that the Director of Personnel's recommendation to institute a two-grade promotion policy with a 10 percent reduction in the in-grade times will not completely remove the disparities between the DIA and CIA promotion policies.

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SUBJECT: Feasibility of Two-grade Promotion Policy

3. Assuming that CIA promotion policies are more stringent than other government agencies, we feel that the time in-grade guidelines should be reduced to conform to the Civil Service averages and not those of just one agency; namely DIA. These reductions could be achieved as easily in a one-grade promotion system as in a two-grade system.

4. Recommendations:

-- maintain the present one-grade promotion system and if not already done, determine the Civil Service in-grade averages.

-- adjust the CIA guidelines in the present system to conform to the Civil Service averages, taking into account for each Agency component, salary and all other financial benefits, particularly those associated with overseas duty.

-- make all adjustments effective for all employees and not just professionals.

-- if a two-grade promotion system is adopted it should conform to the Civil Service averages and include all employees, not just professionals.

5. Several minor points also arose during our discussions of the recommendations. These were:

-- how will the GS-06, -08, -10 positions that have been vacated be reallocated grade-wise?

-- the possible reluctance of some managers to recommend promotion for two-grades whereas in the present system one-grade promotions might have been accepted.

-- the need to redefine the requirements for applications for a new job; i.e., there will be no GS-10s to apply for GS-12 positions.

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SUBJECT: Feasibility of Two-Grade Promotion Policy

-- in the Director of Personnel's recommendation there appeared to be discrimination against GS-06 to GS-08 to -10s (Paragraph 1c) in that we feel three years is too long to wait and perhaps two years is more comparable to current practices.

-- comments should be requested from the EEO on the effects of the two-grade promotion policy recommendations on the EEO efforts, and in particular the AOP.



Chairman, MAGID

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Approved For Release 2005/07/12 : CIA-RDP80M00165A001200040016-1

MEMORANDUM FOR: Director, NPIC

SUBJECT : Disparities Between CIA and DIA Handling of
Personnel Matters at NPIC

REFERENCE : Memo for D/Pers from Chief, PMCD dated 28 Jan 1977,
Same Subject

1. You asked for recommendations to eliminate or minimize subject disparities (promotion and overtime policies) that are described in referent. Since the underlying bases for the disparities between CIA and DIA are statutory limitations which require DIA to follow Civil Service practices it is unrealistic to expect DIA to change its policies.

2. I therefore concentrated on actions that might be taken by CIA. I don't believe the overtime disparity that affects essentially only

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[] is significant enough to warrant trying to change the non-standard workweek provisions of []

3. The following actions might be taken by CIA to minimize or eliminate disparities in promotion policies:

a. Obtain for promotion of NPIC PIs an exception to CIA policy of single grade promotions GS-07 through GS-11 and promote two grades in accordance with Civil Service practices.

COMMENT--I believe chances for success to be minimal because of the negative impact of such an exception on other CIA GS (7-9) personnel.

b. Obtain for promotion of NPIC PIs an exception to DDS&T time-in-grade guidelines to allow promotions from GS-07 to GS-11 closer to the 30 month practice presently followed

	Current DDS&T Guidelines	Possible Alternatives
GS-07 to GS-08	9 months	6 months
GS-08 to GS-09	9 months	9 months
GS-09 to GS-10	12 months	9 months
GS-10 to GS-11	12 months	12 months
Total	42 months	36 months

COMMENT--Such action can be effected "in house". It is within authorities of DDS&T.

c. Support D/Pers recommendation to discard single grade promotion policy and to adopt the Civil Service practice for grades GS-07 through GS-11.

COMMENT--You voted against this in March 1975 which at that time reflected the consensus of all Directorates except DDI.

d. Continue present policy of promoting NPIC PIs as early as feasible within current DDS&T time-in-grade deadlines.

COMMENT--This policy was established 12 to 18 months ago and it is too soon to see any pronounced results. However, at best it would still leave a 12 months disparity with DIA in reaching GS-11.

4. Until CIA decides to discard the "single grade promotion" policy I recommend para 3b action to obtain an exception to DDS&T time-in-grade guidelines to allow promotion of NPIC PIs GS-07 to GS-11 closer to the 30 month practice presently followed by DIA.

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Chief, Support Staff, NPIC

PRACTICAL EFFECT OF CONFLICTING PROMOTION RULES ON TIME IN GRADE FOR THOSE
SELECTED FOR PROMOTION

	<u>DIA</u> Time in Grade (months)	<u>CIA</u> Time in Grade (months)
GS-07	14	18
GS-08	N/A	12
GS-09	17	18
GS-10	N/A	15
GS-11	30	32
GS-12	31	46
GS-13	58	55
Cumulative Total	150	196

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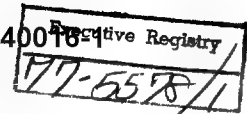
The chart below shows the relative progression of DIA and CIA NPIC Imagery Analysts in relation to years of service.

DIA	14 MOS GS-7	17 MOS GS-9	30 MONTHS GS-11	31 MONTHS GS-12	58 MONTHS GS-13	GS-14										
YEARS OF SERVICE	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
CIA	18 MOS GS-07	12 GS-8	18 MOS GS-9	15 GS-10	32 MONTHS GS-11	46 MONTHS GS-12	55 MONTHS GS-13	GS-14								

Statistics are based on the time in grade of CIA/NPIC Imagery Analysts who were promoted during the last three years and the actual time in grade of Imagery Analysts who are now assigned to NPIC. While the statistical base is such that specific figures might be challenged, the trend shown is valid.

ADMINISTRATIVE

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29 August 1977

MEMORANDUM FOR: Chairman, DCI/MAG
Chairman, ADMAG
Chairman, DDO MAG
Chairman, MAGID
Chairman, DDS&T MAP

FROM: John F. Blake
Acting Deputy Director of
Central Intelligence

SUBJECT: Feasibility of Two-Grade Promotion Policy

REFERENCE: Memo dtd 18 Aug 77 to ADDCI via Compt fr D/Pers,
same subj (ER 77-5578)

1. MAG groups historically have shown a lively and proper interest in the personnel management policies of the Agency. One of the problems of Agency management has been how best to interface with the MAG groups so that management can capitalize on their feedback when major personnel policy changes are under consideration.

2. There is at hand an instant case where I believe Agency management and the MAG groups can have a dialogue on a proposed personnel policy change. The issue involves the Agency changing its promotional policies up to the grade of GS-11. The attached paper states the issue and develops the considerations. I am somewhat concerned over two aspects of this policy and it is those aspects primarily to which I invite your attention:

a. I am as equally concerned with those who currently hold the even-numbered grades as opposed to those in the future who would be promoted, under this policy, on the two-grade basis. My question therefore is whether we are being fair, in recommendation 4.B., to those individuals currently holding the even-numbered grades.

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b. The recommended policy change is for professionals only. This raises the question as to whether we are being equitable to those who are either para-professional or technicians and, secondly, to those in the secretarial ranks.

3. It would be appreciated if you would discuss this matter with your colleagues and submit your views to me by 12 September 1977.



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John F. Blake

Att
Ref memo

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77-5578

18 AUG 1977

MEMORANDUM FOR: Acting Deputy Director of Central Intelligence
THROUGH : The Comptroller ☐ 24 AUG 1977
FROM : F. W. M. Janney
Director of Personnel
SUBJECT : Feasibility of Two-Grade Promotion Policy

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1. Action Requested: Approval of recommendations that are contained in paragraph 4.

2. Background:

a. There has been a lack of comparability in promotion practices between CIA and DIA professionals serving together in the National Photographic Interpretation Center (NPIC). This issue prompted a broader examination of the Agency's unique practice of single-grade promotions in the range GS-05-11. In March 1977, the Director of Personnel recommended a return to the two-grade promotion system for Agency professionals in the grade range GS-05 - GS-11. (This practice was in effect within the Agency during the 1950's.) The subject was discussed by the Executive Advisory Group (EAG) meeting of 10 May 1977, at which time cost estimates were requested. At the EAG meeting of 14 June 1977, an additional request was levied upon the Director of Personnel for a transition plan to assure equity for professional employees now in grades GS-06, GS-08, and GS-10. The Office of Personnel drafted such a transition plan, along with cost estimates, that has been reviewed by the Comptroller. The essentials of that draft are included in this action paper.

3. Staff Position: The recommendations presented in Section 4 are a modification of a proposal prepared in 1969. At that time it was proposed that the transition be accomplished by 1) establishing time-in-grade guidelines for two-grade promotions, 2) promoting to

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the next grade immediately qualified professionals of grades GS-06, 08, 10 if they are in positions of higher grade, 3) promoting professionals now in the position grade of GS-06, 08, 10 when they qualify and are eligible for promotion under normal procedures, and 4) promoting individuals in training or newly hired as GS-06, 08, and 10 a single grade when qualified and eligible, and thereafter under the two-grade system up to GS-11.

A weakness in this original procedure was the outcome that some employees recently promoted to GS-06, 08, or 10 and then given the transitional promotion would have had abnormally short time-in-grade over the two-grade range. This could be guarded against by providing that the transitional promotion (a single grade to GS-07, 09, or 11) should not follow sooner than three years after the promotion to the preceding odd number grade. The necessary exception should be made for highly ranked (first category) individuals who meet all other criteria for promotion. Thereafter the promotion timing would be governed by the standing guidance of the particular Career Service.

The additional cost of the transition year (FY 1978), when there would be catchup promotions for many professionals graded GS-06, 08, or 10, would be an estimated [redacted] In subsequent years, the costs would be controlled by policy governing time-in-grade. If the total time-in-grade for the two-grade promotions is not reduced in comparison with the previous time for two consecutive single-grade promotions, the costs of promotion would actually be reduced because of the absence of intervening (single grade) promotions. On the other hand, if the two-grade promotions were given as rapidly as were single-grade promotions previously, the costs of promotion would be increased as much as [redacted] according to an earlier estimate submitted to the EAG. We would expect that the new policy would be administered to provide for some compression of the previous time for two single-grade promotions but not enough to add significantly to costs. The cost analysis is attached at Tab A.

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4. Recommendations: It is recommended that the A/DDCI:

A. Approve the implementing of a policy of two-grade promotions for individuals occupying professional positions in grades GS-05, 07, and 09 effective 1 October 1977.

B. Implement a transition plan during FY 1978 with these features:

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(1) Professional employees of grades GS-06, 08, and 10 who are of grade less than the grade attached to the position should be promoted the first day of the fourth pay period after 1 October 1977 provided:

- a. that they meet the qualification standards of the higher grade,
- b. that they are recommended by evaluation bodies and approved by Director of Personnel, and
- c. that at least three years have lapsed since the previous promotion to an odd grade (GS-05, 07, or 09).

(2) Employees not meeting the three year requirement but otherwise eligible may qualify for immediate promotion if highly ranked (first category) -- otherwise they will be promoted first day of the first pay period after satisfaction of the three year criterion for the transition plan promotions. (Note: the three year criterion is not intended to replace the time-in-grade guidelines of the Career Services; it only pertains to the transitional promotions.)

(3) Professional employees in training or newly hired as GS-06, 08, or 10 should be promoted to the next grade when it is determined by normal guidelines and procedures that they are qualified and eligible for promotion to that grade, and thereafter they qualify for two-grade promotions up to GS-11.

(4) Professional employees occupying positions presently graded GS-06, 08, and 10 and bearing the grade of those positions will be promoted when they qualify and are eligible for higher grade under normal promotion procedures.

C. Instruct the Career Services to seek to reduce the average time-in-grade in FY 1979 for two-grade promotions by 10 percent from the FY 76 combined lapsed time for two single-grade promotions (namely, an Agency average of 51 months for GS-07 to GS-09 and 45 months from GS-09 to GS-11 should be reduced by ten percent, or 5 months in each case). Time-in-grade guidelines should be adjusted by the Career Services, if necessary.

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25X1 D. Instruct the Comptroller to set aside necessary
funding for transitional promotions during FY 78 in the amount
of

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F. W. M. Janney

Atts.

APPROVED :
Acting Deputy Director of
Central Intelligence

Date

DISAPPROVED:
Acting Deputy Director of
Central Intelligence

Date

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Cost Analysis - Transition For
Two-Grade Promotions

1. There are three factors influencing costs. These are (1) the costs of transition (that is, immediate promotion of many of the present professionals who are incumbents of grades 06, 08, and 10), (2) the higher cost of a two-grade promotion as against a single-grade promotion, and (3) the comparative frequency of two-grade promotions. As indicated in an earlier study, if the two-grade promotions occur at the same frequency as the one-grade promotions presently do, there would be a significant increase in costs, as much as [REDACTED]. On the other hand, it may be argued that the frequency of promotions in the grades affected is controlled by headroom in GS-07, 09, and 11 positions (as there are few GS-06, 08, and 10 positions for professionals) and by guidelines that would compress only somewhat times-in-grade for two-grade promotions as compared to two single-grade promotions. The costs can be controlled through the time-in-grade guidance.

2. Assuming that the implementation follows the modified plan recommended, it may be calculated that there would be a first-year transition cost of [REDACTED] above normal promotion costs in the GS-05-11 range, but that in the second year the costs of promotions would actually decline some [REDACTED] without compression of time-in-grade because of the lesser frequency of promotions. For convenience, it is assumed that implementation begins in the beginning of the fiscal year, therefore, many of the immediate promotions required under the transition plan are promotions that would have occurred later in the fiscal year anyway. Further it is assumed that as there are only about a dozen professionals in the GS-05-06 grades, the cost analysis can concentrate on GS-07 to GS-11.

3. A useful starting point for analysis is provided by promotion data for FY 1976 (actually 5 quarters) given in the APP. Adjusted for a 4-quarters basis, the numbers of promotions of professional were: GS-07 to 08, 199; GS-08 to 09, 233; GS-09 to 10, 268, and GS-10 to 11, 305.

4. Based on average time-in-grade of promotees, the values per promotion are: GS-07 to 08, \$856; GS-08 to 09, \$909; GS-09 to 10, \$957; GS-10 to 11, \$1015; GS-07 to 09, \$2190; and GS-09 to 11, \$2489.

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6. In mid 1977, there were professional positions for the intermediate grades in the following numbers: GS-06, 1; GS-08, 83; GS-10, 65.

7. Table 1 summarizes an estimate of the costs of promotions for two years, a transition year and a post-transition year, under the one-grade and two-grade policies. Table 2 summarizes the number of professional employees on duty 31 May 1977 for grades GS-05 through 11.

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COMPT 22

Acting Deputy Director of
Central Intelligence

Jack:

I believe this subject has been thoroughly debated and that all concerned are in general agreement that the change is appropriate. Although there are some obvious minor weaknesses in the proposed transition plan, I am persuaded that it is logical and defensible and, on balance, as equitable as possible.

Recommend your approval with the following caveat:

*Recommendations A, B, and C are approved. Recommendation D is not approved as stated. Alternatively, the Deputy Directors and the AO/DCI are to absorb the costs of transition

(Over)

James H. Taylor, ^{15/}Comptroller 24 AUG 1977

promotions within their FY 1978 operating programs and are to plan overall expenditures accordingly.

As you know, we do not withhold any portion of the Agency's total appropriation for allocation later in the year. The only way we could set aside the funds required would be to arbitrarily assess the budgets of directorates at the beginning of the year. We would prefer not to do this. Personal services funds are controlled (i.e., cannot be reprogrammed for other purposes without approval of this Office) and I think the transition costs will more or less disappear in total payroll costs during the year.

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